



Gulf of Georgia Cannery

National Historic Site of Canada

Management Plan

2011



GULF OF GEORGIA CANNERY

NATIONAL HISTORIC SITE OF CANADA

MANAGEMENT PLAN

2011

Library and Archives Canada Cataloguing in Publication

Parks Canada

Gulf of Georgia Cannery National Historic Site of Canada management plan.

Issued also in French under title: Lieu historique national du Canada

Gulf of Georgia Cannery, plan directeur.

Includes bibliographical references.

Available also on the Internet.

Issued also on CD-ROM.

ISBN 978-1-100-19291-8

Cat. no.: R61-62/2011E

1. Gulf of Georgia Cannery National Historic Site (Richmond,
B.C.)--Management. 2. Historic sites--British Columbia--Management.
3. Historic sites--Canada--Management. I. Title.

FC3814 G8 P37 2011

338.4'76649420971133

C2011-980127-2

FORWARD



Canada's national historic sites, national parks and national marine conservation areas are part of a century-strong Parks Canada network which provides Canadians and visitors from around the world with unique opportunities to experience and embrace our wonderful country.

From our smallest national park to our most visited national historic site to our largest national marine conservation area, each of Canada's treasured places offers many opportunities to enjoy Canada's historic and natural heritage. These places serve as sources of inspiration, relaxation, learning and discovery. They represent the very best that Canada has to offer, and it is through these special places that we are all deeply connected to what it means to be Canadian.

Having been entrusted with this important legacy for over a hundred years, we reflect upon the steady growth of the Parks Canada network of protected areas as we continue to expand it. As we plan for the years to come, we can encourage lasting connections to our heritage and promote our protected places to be enjoyed in ways that leave them unimpaired for present and future generations.

We see a future in which these special places will further Canadians' appreciation, understanding and enjoyment of Canada, the economic well-being of communities, and the vitality of our society.

Our Government's vision is to build a culture of heritage conservation in Canada by offering Canadians exceptional opportunities to build personal connections with our natural and cultural heritage.

These values form the foundation of the new management plan for Gulf of Georgia Cannery National Historic Site of Canada. I offer my appreciation to the many thoughtful Canadians who helped to develop this plan, particularly to our dedicated team from Parks Canada and the Gulf of Georgia Cannery Society, and to all those local organizations and individuals who have demonstrated their good will, hard work, spirit of co-operation and extraordinary sense of stewardship.

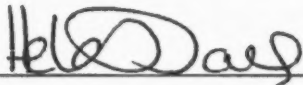
In this same spirit of partnership and responsibility, I am pleased to approve the Gulf of Georgia Cannery National Historic Site of Canada Management Plan.

Peter Kent
Minister of the Environment and
Minister responsible for Parks Canada

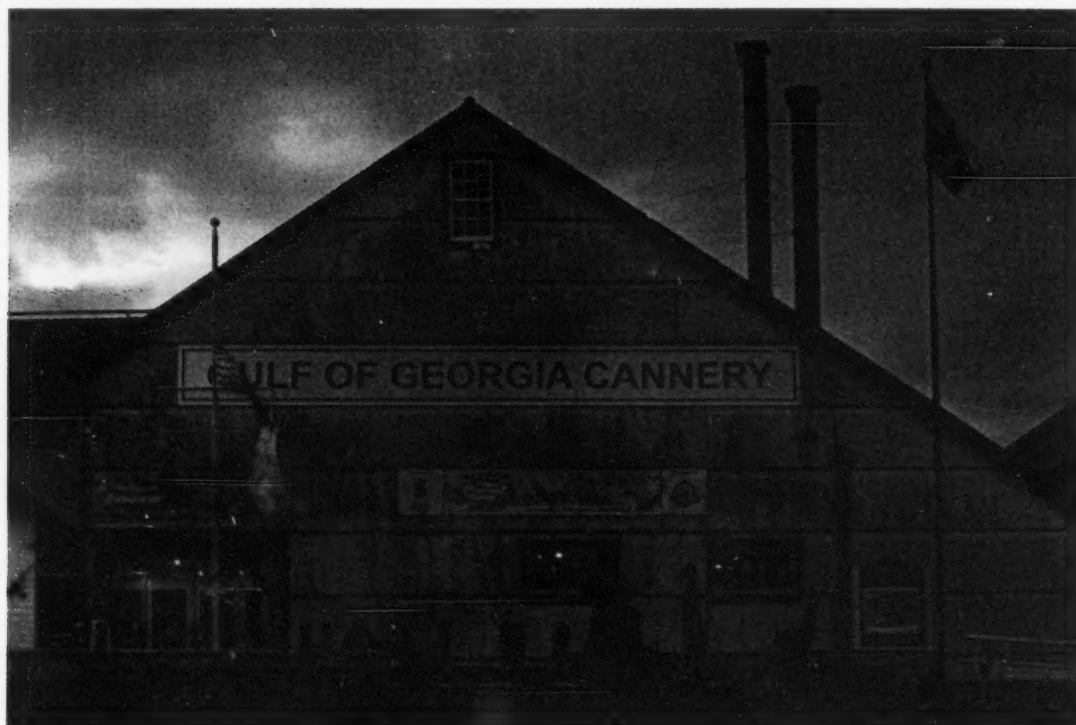
RECOMMENDATIONS



Alan Latourelle
Chief Executive Officer
Parks Canada



Helen Davies
Superintendent
Coastal BC Field Unit
Parks Canada



EXECUTIVE SUMMARY

National historic sites are places of profound importance to Canada. They bear witness to our nation's defining moments and illustrate our human creativity and cultural traditions. The Gulf of Georgia Cannery National Historic Site of Canada (NHSC) is one of more than 2,000 places, people and events commemorated by the Government of Canada. Together, these commemorations make up what is known as the system of National Historic Sites of Canada.

Perched on a wharf and piling structure over the South Arm of the Fraser River, the Gulf of Georgia Cannery is a commanding structure in the village of Steveston, a small community in Richmond, British Columbia. The Cannery was built in 1894 and was the largest cannery in the province at the time. It stopped canning salmon in the 1930s but

remained active as a net loft, fish depot and later as a herring reduction plant until its closure in 1979.

Gulf of Georgia Cannery NHSC commemorates the history of Canada's West Coast Fishing Industry. The site is nationally significant because of its association with the fishing industry, from the 1870s to the modern era; its location in Steveston, historically the most important fishing village on the West Coast; and the Cannery buildings and extant resources which reflect the industry's development.

Collaboratively written with the Gulf of Georgia Cannery Society, and shaped through stakeholder and public involvement, this management plan amends and replaces the management plan tabled in 2003. This plan contains a five-year

implementation strategy with targets and actions, and is the primary reference document for decision-making and accountability for the site.

Integrating the three elements of Parks Canada's mandate, the protection of heritage resources, the facilitation of visitor experiences and the provision of public outreach education, this plan introduces an update site vision. It also includes three key strategies and an area management approach:

- *Weathering the Storm* focuses on improving the conservation of the Cannery and its collections, ensuring our heritage can be shared with present and future generations. This key strategy aims to improve the health of the site.
- *The Steveston Experience* builds ties between the Cannery and community, so both can grow together. The site intends to nurture current and new relationships to enhance promotions and programs, making the Cannery the anchor of the 'Steveston Experience'.
- Explore the Cannery, in person or from afar, and get *Caught up in the Real West Coast*. This strategy aims to ensure continued connection with the hearts and minds of Canadians through a program offer which responds to the needs and expectations of visitors, in addition to creating new and improved outreach education opportunities and products for people who may not visit the site.
- The Cannery can be mistaken for an active commercial fishing operation. The area management approach focusing *Outside the Cannery Walls*, will enable the site to welcome visitors and improve wayfinding and branding, and investigate new

experiences and products outside the Cannery complex.

Annual reporting will report on progress made towards achieving the plan's objectives and vision. This plan will be formally reviewed in five years to ensure that it remains relevant and effective for the management of the Gulf of Georgia Cannery NHSC.



Parks Canada

TABLE OF CONTENTS

FOREWORD	i
EXECUTIVE SUMMARY	v
1. INTRODUCTION.....	1
1.1 Gulf of Georgia Cannery National Historic Site of Canada	1
The Gulf of Georgia Cannery Society	2
1.2 Management Planning	3
2. PLANNING CONTEXT	4
2.1 Designated Place	4
2.2 State of the Site	5
New Developments in the Community.....	6
3. VISION.....	7
4. KEY STRATEGIES	9
4.1 Weathering the Storm: Conserving the Cannery and its Collections.....	9
Objectives:.....	10
4.2 The Steveston Experience: Tying the Cannery and Community Together.....	10
Objectives:.....	11
4.3 Get Caught up in the Real West Coast	11
Objectives:.....	11
5. AREA MANAGEMENT APPROACH	12
5.1 Outside the Cannery Walls	12
Objectives:.....	12
6. FIVE-YEAR IMPLEMENTATION STRATEGY	14
6.1 Weathering the Storm: Conserving the Cannery and its Collections.....	14
6.2 The Steveston Experience: Tying the Cannery and Community Together.....	16
6.3 Get Caught up in the Real West Coast	17
6.4 Outside the Cannery Walls	20
7. MONITORING	21
8. SUMMARY OF STRATEGIC ENVIRONMENTAL ASSESSMENT	22
8.1 Assessment Approach and Results	22
8.2 Key Strategies	23
Weathering the Storm: Conserving the Cannery and its Collections	23
The Steveston Experience: Tying the Cannery and Community Together	23
Get Caught up in the Real West Coast	23

Area Management Approach	23
8.3 Cumulative Effects.....	24
8.4 Plan Implementation and Follow-up	24
8.5 Conclusion	24
9. APPENDICES AND REFERENCES	26
9.1 Acknowledgements	26
9.2 References.....	28



Parks Canada

1. INTRODUCTION

Parks Canada administers a wide system of protected heritage places, including national parks, national historic sites and national marine conservation areas. These protected heritage areas showcase our country's natural, cultural and historic treasures, and are a living legacy of our heritage. Parks Canada is responsible for protecting these areas and facilitating experiences, enabling Canadians to discover and build connections with these places - special places that help define Canada and Canadians.

The Gulf of Georgia Cannery National Historic Site of Canada (NHSC) is one of more than 2,000 places, people and events commemorated by the Government of Canada. Together, these commemorations make up what is known as the system of National Historic Sites of Canada.

The *Historic Sites and Monuments Act*, *Parks Canada Agency Act*, and the *Parks Canada Guiding Principles and Operational Policies* set the context for the management of national historic sites. An important part of Parks Canada's work involves protecting the health and wholeness, or commemorative integrity, of a national historic site; this means preserving the site's cultural resources, communicating its heritage values and national significance, and ensuring the site's heritage values are respected in all decisions and actions that affect the site.

1.1 Gulf of Georgia Cannery National Historic Site of Canada

Located on the South Arm of the Fraser River in the village of Steveston, the Gulf of

Georgia Cannery National Historic Site of Canada (NHSC) commemorates the history of *Canada's West Coast Fishing Industry* (figure 1). Steveston, located in the southwest Richmond, was originally a farming community which developed into the most important fishing village on the West Coast of British Columbia. Today, much of the waterfront remains devoted to fishing related activities.

Steveston rose to prominence as a centrally located harbour for the West Coast Fishing Industry in the early 1870s as cannery and port facilities expanded along the Fraser River. Canneries were constructed to exploit the enormous salmon runs in the Fraser River, which through canning could be preserved for sale to emerging European markets. The salmon fishery boomed in the 1890s as companies secured capital to establish major canning and packinghouse facilities. The Gulf of Georgia Cannery was constructed in 1894 as part of this era of growth. Between 1894 and 1979 the Gulf of Georgia Cannery operated as a salmon cannery, a raw fish depot, a net loft and repair facility for the Canadian Fishing Company, a herring cannery, a herring reduction facility and a roe reduction plant. Each phase of use brought additions and/or adaptations to site facilities and infrastructure.

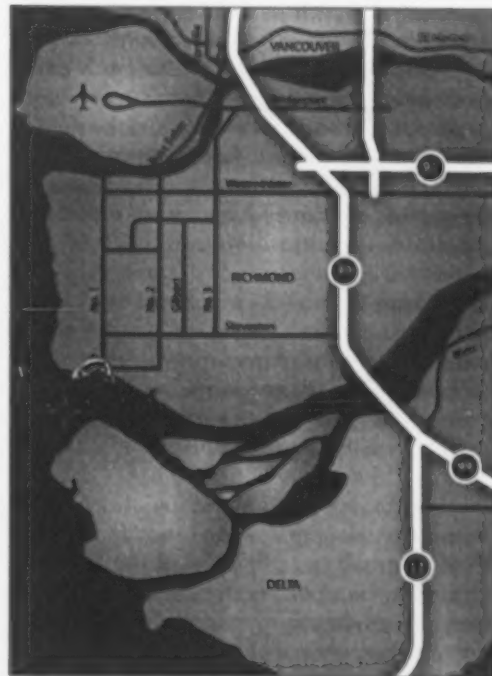
Conversion of the site to its present day function began in the mid-1980s with stabilization efforts. To celebrate its centennial, a portion of the national historic site opened to the public in 1994, with the grand opening in 2000. Work continued on the buildings and exhibits into the early 2000s.

The Gulf of Georgia Cannery Society

A group of concerned, heritage-conscious citizens saw the need to save a piece of their local history and galvanized support for the designation of the Gulf of Georgia Cannery as a national historic site. They helped form the Gulf of Georgia Cannery Society, which

FIGURE 1

Location of Gulf Georgia Cannery NHSC



was incorporated in 1986. This group has played an integral role in the conservation and presentation of the site throughout the Cannery's evolution from closed fishing plant, to commemorated buildings, to public heritage attraction. The Society assumed full operational responsibility for the Cannery in 2000, through an agreement with Parks Canada; a role which continues to present.

The Gulf of Georgia Cannery NHSC is one of a few Parks Canada sites that are managed by a non-profit society. The Society is responsible for all day-to-day aspects of the site's operations including visitor services, interpretation, programming, marketing, collections management and ongoing maintenance. Parks Canada retains responsibility for major repairs and renovations, permanent exhibit redevelopment, setting user fees, and developing and implementing guidelines for

conservation and maintenance of the historic fabric. Together, the Gulf of Georgia Cannery Society and Parks Canada, work to preserve, present and promote the history of the Cannery and the *West Coast Fishing Industry*.

1.2 Management Planning

A management plan is the key reference document that guides decisions and actions in sharing, protecting, managing and operating a national historic site. Management plans are a legal requirement for all national historic sites administered by Parks Canada; they are developed with the involvement of partners, stakeholders and the Canadian public. Management plans are formally reviewed every five years to ensure they remain relevant and effective.

Parks Canada Vision:

Canada's treasured natural and historic places will be a living legacy, connecting hearts and minds to a stronger, deeper understanding of the very essence of Canada.

Parks Canada Strategic Outcome:

Canadians have a strong sense of connection through meaningful experiences, to their national parks, national historic sites and national marine conservation areas and these protected places are enjoyed in ways that leave them unimpaired for present and future generations.

The 2011 plan is the third plan for the Gulf of Georgia Cannery NHSC. It amends and replaces the 2003 management plan, updating management direction. This plan facilitates the achievement of Parks Canada's vision and goal by integrating the three elements of Parks Canada's mandate – the protection of heritage resources, the facilitation of visitor experiences and public outreach education – into the site vision, three key strategies and an area management approach.

Recognizing the collaborative nature of the relationship between Parks Canada and the Society, their input was sought at the outset of the management planning process, shaping the development of this plan. In addition, stakeholders, community and the public were invited to provide input into the plan review through both a visioning session with local non-profit groups and a community open house.

The Gulf of Georgia Cannery NHSC is committed to reporting annually on implementation of its management plan. These annual updates will be shared with partners, stakeholders and the interested public.



Parks Canada

2. PLANNING CONTEXT

The Cannery is one of only a few canneries that survived from the many canneries that once dotted the coast of BC. It is an iconic building in the community of Steveston. The location right at the doorstep of the working docks, fish sales and fishing fleet provides visual ties between history and the vibrant industry today. As the location which commemorates the *West Coast Fishing Industry*, the physical structure of the Cannery is very important as it depicts the changing nature of the fishing industry.

The Cannery offers a variety of interpretation programs and special events for the general public, schools and other groups. Walking through the buildings, visitors embark on a journey through time, dictated by the changing needs of the industry. Key exhibits include a salmon canning line that presents both the social and technological history of the canning

industry, a herring reduction plant, and a flexible exhibit space. The Cannery also houses a gift shop which carries a wide variety of themed merchandise.

2.1 Designated Place

The designated place, that is, the area encompassed by the national historic site commemoration, consists of the complex of buildings associated with fish processing and canning, including adjacent outbuildings (figure 2). The Cannery complex is built over the river on a large wharf that rests on heavy timber piles driven into the riverbed and bank. The superstructure is utilitarian, well built and constructed entirely of timber. The scale is very large, with a ground floor footprint of 3,580m² and a mezzanine level of 1,790 m².

The complex was constructed between 1894 and 1964; its physical changes dictated by changing industrial requirements of the industry. Buildings include the main Cannery building, Ice House, Vitamin Oil Shed (Feeding Oil Plant), Oil Drum Shed, Watchman's Shed, Lead Foundry, Tank Farm Deck, Oil Drum Cradles, and three metres of the South Dock immediately adjacent and parallel to the Cannery. The NHSC is considered a *Classified* federal heritage building by the Federal Heritage Building Review Office (FHBRO).

2.2 State of the Site

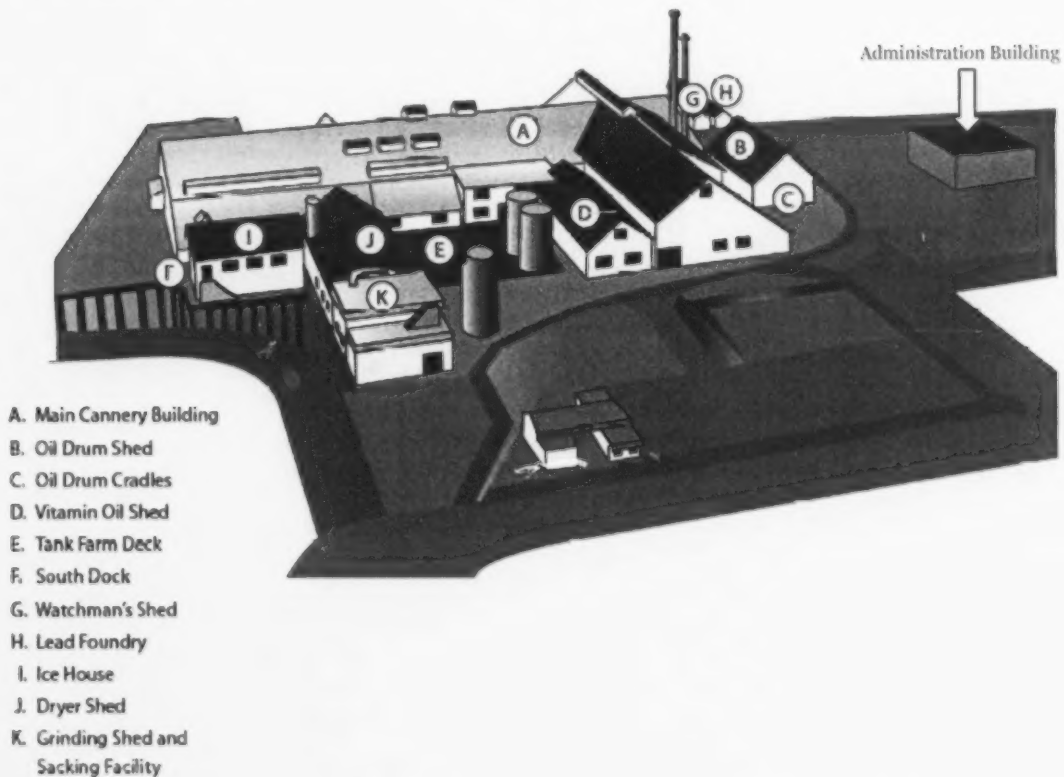
Over the past several years, management actions have improved the state of the site.

Highlights include:

- ✓ Re-capitalizing major components of the site's visitor offer, such as the audio-visual equipment in the theatre and the West Coast Canning Line exhibit.
- ✓ Re-shingling the roof and replacing the gutters to reduce the threat of water infiltration.
- ✓ Working with federal and municipal partners to ensure the site's heritage values were respected when the adjacent Tin Shed property was developed.
- ✓ Publishing and distributing books, to reflect the research and messages for the annual temporary exhibit.
- ✓ Nurturing and expanding relationships in the community,

FIGURE 2

Gulf of Georgia Cannery NHSC



resulting in sponsorship of successful events, such as the Steveston Farmers and Artisans Market and an evening music series.

The *State of the Site Report* examines the NHSC's cultural resources, visitor experience, public outreach education, stakeholder and partner engagement, and key issues. The 2010 report for the Gulf of Georgia Cannery found that the overall condition of the site is good, with exceptional performance in some areas. The rating for heritage resource conservation is 9/10, indicating only a minor impairment to the site's commemorative integrity. The heritage character of the structures has been maintained over the years and the Cannery contributes to the rich cultural landscape of the fishing industry in Steveston.

Visitation is increasing; the average attendance from 2005 to 2009 was 22,216 people per year. In 2010, visitation was 48,484 people. The increase in visitation can largely be attributed to popular special events, such as Music at the Cannery (an outdoor music series), Salmon Stomp (a celebration of folk music and dance) and the Farmers and Artisans Market. The Cannery has four principal types of visitors: independent visitors, organized groups, school program participants and special event participants.

Stakeholder and partner engagement is a key means to integrate the site into the broader community and tourism region. The Cannery is a leader in partnering and stakeholder engagement and should be considered a model for Parks Canada in terms of innovation, structure and success. Outreach initiatives are used to connect with off-site audiences, including participation in special events, the Internet and through Cannery publications.

The major issues in the *State of the Site Report* include the need to:

- Incorporate social science, to better understand visitor needs and expectations.
- Enhance visitor experience opportunities and the communication of messages.
- Enhance relationships with partners.
- Develop environmental controls to protect cultural resources (objects).
- Maintain the condition of built resources in a harsh maritime climate.
- Address structural concerns in the Ice House (stairs and the second floor).
- Ensure regular treatment of wood-boring beetles (they pose a high immediacy threat to the buildings).

These issues are addressed through the key strategies and area management approach presented in this management plan.

New Developments in the Community

The village of Steveston is undergoing several changes that may happen in the short-term or over a much longer period. Items being discussed at the time of the writing of this plan which may affect the Cannery include:

1. The dike system along the Fraser River is being upgraded. This will result in the dikes being raised up to one to three metres in the vicinity of the Cannery. These upgrades will leave the Cannery on the water-side of the dike, unprotected from flooding. Changes to the dike system will affect visitor access and resource conservation.
2. The City of Richmond has proposed a heritage district in Steveston. The original proposal did not include the Cannery. Due to submissions from the Society and Parks Canada, the Cannery is now being considered for inclusion in the heritage district. This brings with it new marketing, promotion and partnering opportunities.

3. The village of Steveston is growing and would benefit from the creation of a multi-functional community facility. This new facility could help to create further community synergies by housing everything from a tourism info centre to a community police station. The NHSC, which is in need of a new administration building and collections storage space, could provide the space for such a project, outside the designated lands, where the current administration building sits.
4. Commercial development of a nearby property could affect the heritage viewscape; opportunities may exist to develop purpose-built collections storage in conjunction with this or future development proposals.

Actions which speak to these upcoming and potential changes are outlined in section 5.0 – Area Management Approach (Outside the Cannery Walls).



Parks Canada



Parks Canada

3. VISION

As a result of consultations, the 2003 management plan vision has been updated. It presents a picture of the desired future for the Gulf of Georgia Cannery as a place to discover the living legacy of fishing on the West Coast.

Perched upon wooden pilings over the mighty Fraser River, the Gulf of Georgia Cannery is one of the few remaining 19th century salmon canneries along the Pacific Coast. In its heyday, it was BC's monster cannery, the largest building of its kind and the leading producer of canned salmon.

The landmark bright white buildings trimmed with red, anchor this small seaside community to its maritime roots. A visit to Steveston isn't complete without a visit to the Cannery. From the local farmer's market at the doorstep of the Cannery, to the modern fishing fleet and sales happening dockside, to summer concerts on the Tank Farm Deck, the Cannery is the place to be.

Explore all the site has to offer; punch in your time card on the old cannery time clock and begin your journey into the past. Life size fish leap off the walls, as you hear the gentle lap of waves beneath the Cannery floorboards. Run your hand along the sliming table where Chinese, Japanese, European and Aboriginal women toiled. As the rhythmic hum of the canning line machines comes to life, learn how to communicate using hand signals – to overcome the noise of clattering cans and singing knives.

Fishing, as any old-timer will tell you, has a way of hooking you for life.





Parks Canada

4. KEY STRATEGY

This 2011 plan amendment contains key strategies to address the current issues and challenges facing the site in an integrated manner, making progress towards realizing the site vision. The strategies are:

1. Weathering the Storm: Conserving the Cannery and its Collections;
2. The Steveston Experience: Tying the Cannery and Community Together; and
3. Get Caught up in the Real West Coast.

To assist in implementing the management plan, each key strategy contains objectives. Measurable targets and actions for each objective are presented in Section 6: *Five-Year Implementation Strategy*.

4.1 Weathering the Storm: Conserving the Cannery and its Collections

This key strategy facilitates the conservation of the buildings and objects which serve as the foundation for discovery and connection to history as visitors, and others, explore what is found within the Cannery complex and collections.

The 2010 *State of the Site Report* identified some deficiencies in resource management practices and resource condition – by addressing these, the site comes closer to achieving its desired future. Ultimately, the resources directly related to designation of a national historic site should not be impaired or under threat, including the appearance, structure, scale and layout of the NHSC

designated place. In addition, the site's heritage values need to be respected in all decisions and actions affecting the site.

As the location which commemorates the West Coast Fishing Industry, the Cannery complex is key to depicting the changing nature of the fishing industry. Walking through the buildings, visitors embark on a journey through time, dictated by the changing needs of the industry. The buildings' construction and their location near/over the river means continual maintenance is a necessity. The maritime climate not only affects the paint on the buildings, but also structural elements and interior fixtures. The humid environment promotes the spread of insects, such as the powder-post beetle.

The Gulf of Georgia Cannery has been designated a *Classified* federal heritage building. Parks Canada is responsible for respecting and conserving the Cannery's heritage character as set out in the *Commemorative Integrity Statement*, and must seek FHBRO's advice before undertaking any action that could affect its heritage character. The site's maintenance plan is designed to provide guidance for day-to-day and long-term maintenance needs.

It is not only the buildings which conserve and present history, but also the collections. Many cultural objects in both the Parks Canada collection and the Society's collection are stored in the humid Cannery where there are no environmental controls. Fortunately, most of the objects are robust and designed for the marine environment; however this is a conservation issue which must be addressed. In addition, currently there is no means to access the objects for research, learning or discovery.

Objectives:

- The state of the site is maintained and/or improved through active site management.

- Cultural resource collection storage which facilitates conservation and presentation of objects is developed.

4.2 The Steveston Experience: Tying the Cannery and Community Together

The Steveston Experience key strategy aims to build ties between the Cannery and community, so both can grow together. The Cannery's location right at the doorstep of the working docks, fish sales and fishing fleet provides visual ties between history and the vibrant industry today. The site intends to nurture current and new relationships to enhance promotions and programs, and ensure the Cannery continues to stand-out in the years to come.

The Cannery's major assets – its iconic stature as a symbol of the West Coast fishing industry and its prominent location in Steveston – will be built upon to elevate its drawing power for visitation and strengthen community members' connection to place. The Cannery will become the flagship of the 'Steveston Experience,' part of a day-trip experience for visitors to this small, vibrant fishing village.

The site's popularity as a place for special events will be capitalized upon. There have been a handful of well-received special events tied to the site's themes in recent years (e.g. Doors Open Richmond, Salmon Stomp and Rivermania) and other, broader community events held at the site due to its location such as the Tall Ships Festival (2002) and the local farmers' market.

As collaborative operators of the Gulf of Georgia Cannery NHSC, the Society and Parks Canada depend on the cooperation and support of volunteers, local partners and others to achieve the site vision. The site will continue to maintain rewarding relationships with these groups. In addition, the site will move forward to build

relationships with new partners, organizations and stakeholders.

There is a need to develop innovative ways of enhancing the site's offer, by strengthening relationships with the City of Richmond, and partnering with other groups in the community. Partnerships can assist in broadening the appeal of the site, increasing visitation, enhancing promotion, fostering community members' connection to the site, and ensuring that the Cannery's presence is not lost through adjacent waterfront development.

Objectives:

- Leadership is demonstrated by collaborating with the City of Richmond and adjacent property owners to present and protect the heritage defining features of the Cannery and the Steveston area.
- Visitation (repeat and new visitors) and community loyalty increase, by working in a collaborative and integrated fashion with partners, stakeholders and sponsors.

4.3 Get Caught up in the Real West Coast

Explore the Cannery, in person or from afar, and Get Caught up in the Real West Coast. This strategy aims to ensure continued connection with the hearts and minds of Canadians through a program offer which responds to the needs and expectations of visitors, in addition to creating new and improved outreach education opportunities and products for people who may not visit the site. The results will inspire an array of visitors and interested Canadians, from a variety of ethnic backgrounds, to share their learning and excitement with others.

The Cannery is one of only a few canneries that has survived from the many canneries that once dotted the coast of BC. The

historic site's current visitor offer is well received, but could be augmented for a richer experience. Exciting opportunities abound, such as the potential to connect with diverse ethno-cultural communities, because of the Cannery's historic multi-cultural workforce.

Using market segmentation and evaluation tools, the site plans to build on the interpretation and school programs, and special events to ensure the site offer is tailored to and exceeds expectations. In addition, a thorough assessment of current audiences will enable gaps to be identified, so that new programs can be developed to attract underrepresented markets, such as new Canadians, ethno-cultural communities and youth. A refreshed program offer will ensure people want to return to this dynamic site to explore different facets of our commercial fishing history, be it for reasons of nostalgia, recreation, learning, or a great family experience.

Through effective and relevant learning opportunities, public outreach education will serve to build support and engagement for heritage protection and presentation. Outreach education will be developed through formal (e.g., educational institutions), non-formal (e.g., organized groups), and informal contexts.

Objectives:

- Visitors of varying interests and abilities have a high quality experience.
- The site's school program sees increased participation.
- New audiences are contacted through an expanded outreach program.



© Clayton Perry

5. AREA MANAGEMENT APPROACH

Where groupings of resources, visitor opportunities and operational considerations lend themselves to a common management approach, an *area management approach* is identified. This approach enables direction to be provided on issues that are directly associated with one area of the site.

5.1 Outside the Cannery Walls

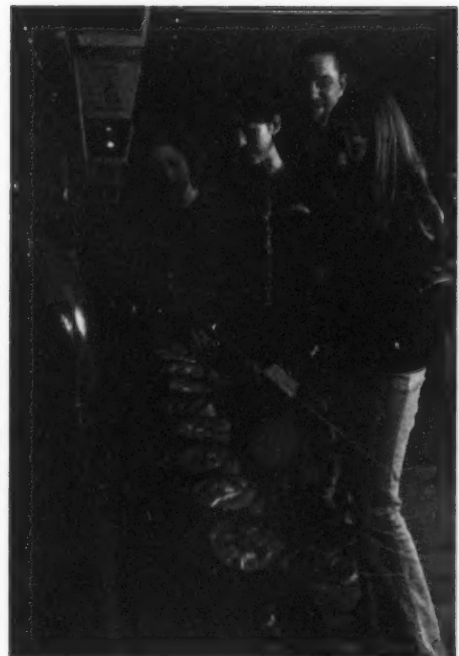
Unchanged from the past, the Cannery could be mistaken for an active commercial fishing operation. The grounds outside the buildings afford expanded visitor experience opportunities and the potential to create a dramatic sense of arrival. Outside the Cannery Walls will direct the investigation of new experiences and products outside the Cannery complex.

The interpretation program inside the Cannery is established, but there is an opportunity to investigate new experiences and products both immediately outside the Cannery building and off-site. The goal is for the Cannery to be the focal point of the 'Steveston Experience.' In order to do so, people who are passing by the Cannery need to be aware that it is a historic site which deserves exploration. Developing a sense of welcome and wayfinding are two key concerns to be addressed through the "Outside the Cannery Walls" area management approach.

Objectives:

- A sense of welcome is created in the immediate vicinity of the Cannery, attracting new visitors who are already exploring the village of Steveston.

- Being receptive to and flexible towards opportunities that may arise (e.g., from partners, community development, etc.), to create in a net benefit to the Cannery.



Parks Canada



Parks Canada

6. FIVE-YEAR IMPLEMENTATION STRATEGY

This section expands on the objectives outlined in the preceding two sections with the five-year implementation strategy. Outlined below are the objectives and

accountability for targets and actions for each of the key strategies and area management approach.

6.1 Weathering the Storm: Conserving the Cannery and its Collections

Objective 6.1.1:

The state of the site is maintained and/or improved through active site management.

Targets:

- By 2014, 100% of historic buildings are found to be in fair to good condition.
- The effectiveness of communication of reasons for designation of the Cannery NHSC improves from the 2007 baseline (74%), as measured by the Visitor Information Program survey to 75% or greater.
- The commemorative integrity rating, as measured in the 2014 Commemorative Integrity Evaluation update remains at 9/10 or improves to 10/10.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Complete the long-term maintenance plan for the site:					
• Address the cyclical nature of on-going maintenance needs to ensure items are not over looked (ex. powder-post beetle treatment).	✓	✓			
• Set timelines to address larger maintenance needs (ex. electrical system, fire suppression systems, exterior painting).					
2. Assess the historically inaccurate pilings, which block boat access to the Ice House, for potential removal. Take action, based on the results of the impact assessment against the site's historic and heritage values.	✓	✓	✓		
• Consider options to facilitate temporary egress from the working wharf to the parking lot for special events.					
3. Complete the conservation work in the Ice House:	✓	✓			
• Stabilize the 2 nd story and interior stairs.					
4. Investigate and follow-up on installing fire detection and suppression systems in the watchman's shed and foundry.			✓	✓	✓
5. Develop innovative ways to share with visitors the story of the West Coast Fishing Industry, and the resulting physical changes to the Cannery.	✓	✓			

Objective 6.1.2:

Cultural resource collection storage which facilitates conservation and presentation of objects is developed.

Target:

- 90% of historic objects and artifacts¹ in the Parks Canada collection related to reasons for designation remain in good or fair condition when assessed in 2014.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Develop and implement a Conservation Strategy for Moveable Cultural Resources	✓	✓			
2. Complete collection rationalization by de-accessioning unsafe, duplicate and unsuitable artifacts – as per Parks Canada policy.	✓	✓	✓		
• Implement for both Parks Canada's and the Society's collections.					
3. Investigate and implement new collection storage options which are climate controlled:					
• Consider incorporating an element of visible storage.					
• Options can include new techniques and/or a purpose-built facility.	✓	✓	✓	✓	
• Explore opportunities to allow visitors to experience objects which have previously been inaccessible; consider custom programs (e.g., behind the scenes tours that focus on conservation practices and cultural resources in the Cannery).					

¹ The 2009 inventory rated conditions as follows: 35% good; 55% fair; 5 % poor; and 5% not available for rating.

6.2 The Steveston Experience: Tying the Cannery and Community Together

Objective 6.2.1:

Leadership is demonstrated by collaborating with the City of Richmond and adjacent property owners to present and protect the heritage defining features of the Cannery and the Steveston area.

Target:

- Participate in land use and planning matters open to consultation, which have heritage implications for the area around the Gulf of Georgia Cannery.

Actions and Implementation Year(s)

1. Actively participate in local community planning, including the City of Richmond Heritage Commission and the Steveston Village Conservation Program, as appropriate.
2. Review and submit recommendations on land use and planning matters that have heritage implications for the Gulf of Georgia Cannery.

2011 2012 2013 2014 2015

✓	✓	✓	✓	✓
✓	✓	✓	✓	✓

Objective 6.2.2:

Visitation (repeat and new visitors) and community loyalty increase, by working in a collaborative and integrated fashion with partners, stakeholders and sponsors.

Target:

- Increase the five-year average visitation by 35%, from the 2010 baseline² of 22,217 visitors per year to 29,994, when measured in 2014.
- Engage at least one new partner to enhance the visitor experience offer, outreach education and/or cultural resource management by 2014.

Actions and Implementation Year(s)

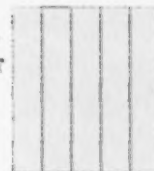
1. Identify key visitor markets to target over the next five years, in collaboration with local and regional tourism organizations.
2. Develop targeted strategies to engage local residents to visit often, by building on existing loyalty programs (e.g., society membership, annual pass, ambassador pass, etc.) and through the creation of activities that speak to them directly.
3. Develop new partnering initiatives, including ones with the tourism industry, to expand reach and better penetrate the Metro Vancouver and Fraser Valley regions.
4. Actively seek out new partnering initiatives that will assist the Cannery in expanding its services and product offer, so as to appeal to a broader base of visitors. Consider:

2011 2012 2013 2014 2015

✓	✓			
✓	✓	✓		
	✓	✓	✓	✓
		✓	✓	✓

² Baseline is the 5-year average presented in 2010 State of the Site Report

- Supporting development of new annual or individual special events.
- Investigating food and souvenir options integrated within the visitor offer.
- Marketing the *Steveston Experience* and the Gulf of Georgia Cannery.



6.3 Get Caught up in the Real West Coast

Objective 6.3.1:

Visitors of varying interests and abilities have a high quality experience.

Target:

- Increase repeat visitation by regional residents by 10% over three years, measured by combined annual pass sales and Society membership, from 280 (2010) to 308 in 2013.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Define the current market (who is coming to the site) and overall operating environment (destination realities), using social science data to support the analysis.	✓	✓			
2. Define market segments, existing and potential, based on current visitors, Agency priorities and under-served growth markets.		✓	✓		
3. Based on defined priority markets and audiences, develop new products and site experiences that correlate to their needs, wants, lifestyles and values. Consider both programs and services as part of the experience.				✓	✓

Objective 6.3.2:

The site's school program sees increased participation.

Target:

- Increase the number of school students visiting the site from the 5-year average³ of 2,753 students to 3,000 student visits in 2013.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Enhance contact with teachers, through activities such as increased promotion at provincial teacher conferences and through personal contact with regional schools.	✓	✓	✓	✓	✓
2. Apply adaptive management of the school program, making improvements based on teacher evaluations and changing curriculum requirements.	✓	✓	✓	✓	✓
3. Adapt existing education tools for the national web-based Teacher Resource Centre.		✓		✓	

³ 5-year average based on the period from 2006 to 2010.

Objective 6.3.3:

New audiences are contacted through an expanded outreach program.

Target:

- Succeed in getting an average of four front-page news stories in the *Richmond Review* and/or *Richmond News* per calendar year.
- Develop a portable exhibit to reach new ethno-cultural markets at off-site locations.
- Distribute 2,500 copies of the new publication (working title – *History of the Gulf of Georgia Cannery*) to regional schools and libraries.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Update the non-personal media outreach program including the Parks Canada website, social media, YouTube channel, geocaching, print media and off-site exhibits.			✓		
2. Promote the Cannery through participation in off-site special events.	✓	✓	✓	✓	✓
3. Expand and promote the outreach education kits to elementary and secondary schools.		✓		✓	
4. Proactively work with media to increase coverage of the Gulf of Georgia Cannery in various regional and provincial media outlets.	✓	✓	✓	✓	✓



6.4 Outside the Cannery Walls

Objective 6.4.1:

A sense of welcome is created in the immediate vicinity of the Cannery, attracting new visitors who are already exploring the village of Steveston.

Actions and Implementation Year(s)

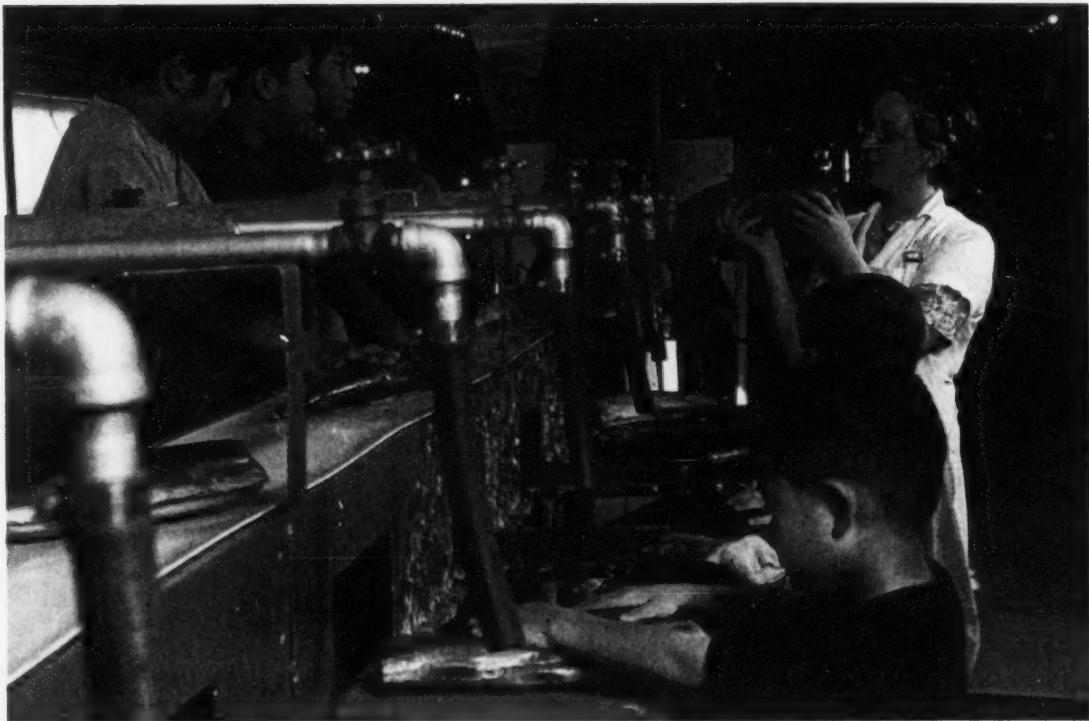
	2011	2012	2013	2014	2015
1. Develop a landscaping plan which respects the heritage character of the Cannery and creates a welcoming approach and highlights the connectivity between the site and the adjacent working waterfront.		✓			
2. Work with local partners and governments to improve directional signage to the Cannery both on and off-site.	✓	✓			

Objective 6.4.2:

Being receptive to and flexible towards opportunities that may arise (e.g., from partners, community development, etc.), to create in a net benefit to the Cannery.

Actions and Implementation Year(s)

	2011	2012	2013	2014	2015
1. Work with the appropriate jurisdictions to ensure the raising of the dikes does not negatively impact access to and the aesthetics of the Cannery.	✓	✓	✓		
2. Actively support the inclusion of the Cannery in the Steveston heritage district, and participate in new marketing, promotion and partnering opportunities that may arise.	✓				
3. Pursue opportunities to develop collections storage and presentation facilities: <ul style="list-style-type: none"> On Parks Canada lands, outside of the designated place, to enhance visitor experience and/or the management of cultural resources (ex. a multi-functional community facility that incorporates Cannery operations and collections storage/display). In an existing building, inside the designated place. 		✓	✓	✓	



Parks Canada

7. MONITORING

Parks Canada uses a variety of tools to monitor the state of Gulf of Georgia Cannery NHSC. Cultural resources are monitored through a cyclical maintenance program that includes both in-situ (buildings) and moveable resources. Asset Management and Cultural Resources Management staff from the Society, Field Unit and Western and Northern Service Centre conduct regular assessments of the site's cultural resources. The condition of cultural resources is assessed and reported every five years through updates to the Commemorative Integrity Evaluation (CIE).

Visitor experience opportunities and achievements are evaluated through a regular visitor survey, called the Visitor Information Program. Information from this survey also assists in reporting on the

effectiveness in communications, contained in the CIE. In addition, an internal assessment of visitor experience is conducted every five years, through the Visitor Experience Assessment workshop, which includes staff and experts, and representatives from the Gulf of Georgia Cannery Society.

Information from these evaluations and assessments is presented in a State of the Site Report which is produced every five years. It reports on the site's condition and trends in terms of its commemorative integrity, visitor experience opportunities, public outreach education, and stakeholder and partner engagement. A revised State of the Site Report will be produced in advance of the next management plan review.



Parks Canada

8. STRATEGIC ENVIRONMENTAL ASSESSMENT

Parks Canada conducted a strategic environmental assessment (SEA) of the 2011 *Gulf of Georgia Cannery National Historic Site of Canada Management Plan*, in accordance with The Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals, 2004. The management plan provides direction for the site over the next five years. The purpose of the SEA was to review strategies and actions presented in the plan for their potential to generate positive or negative environmental outcomes, and to identify means for reducing adverse impacts, or enhancing positive environmental effects.

8.1 Assessment Approach and Results

The SEA evaluated the expected outcomes resulting from implementation of the

actions in the management plan. Methodology focused on assessing whether the likely outcomes of plan actions will positively or negatively affect the key issues described in the *Gulf of Georgia Cannery National Historic Site of Canada: State of the Site Report* (Parks Canada, 2010). Key issues at the NHSC are also briefly mentioned in Section 2.2 (State of the Site) of the management plan. Scope of the SEA considered potential impacts to cultural resources and visitor experiences resulting from proposed actions, as well as from likely changes in the environment. The Cannery is part of a much larger riverfront, suburban community landscape. The SEA therefore considered the combined influences and effects of the management plan, with external influences and sources of stress. The level of effort assessing the likely impacts of the plan was commensurate with the likelihood of adverse impacts. The

direction, key actions, targets, and expected results of the plan make it clear that positive outcomes are the intended result in all proposed actions. Consequently, there is little potential for adverse effects being generated from plan implementation. The impacts expected from achieving intended outcomes for each strategy or group of actions are briefly discussed in the following section of the SEA.

8.2 Key Strategies

The plan presents three key strategies to focus Parks Canada's efforts on resolving key issues and achieving desired objectives and targets at Gulf of Georgia Cannery NHSC.

Weathering the Storm: Conserving the Cannery and its Collections

Cultural resource management is the primary focus of this strategy. Actions propose means to manage built assets and moveable cultural resources. The majority of the cultural resources and buildings at the NHSC are in good condition. There are however some resources that require ongoing maintenance or directed interventions. The plan outlines actions to address these needs. Some of this work (e.g. possible construction and operation of a new collection storage facility) may trigger project level impact assessment under the Canadian Environmental Assessment Act (CEAA). Parks Canada cultural resource management legislation, policies, and principles (e.g. Standards and Guidelines for the Conservation of Historic Places in Canada), will be applied to all proposed interventions involving level I and II cultural resources. Proposed interventions will be reviewed and assessed by the Federal Heritage Buildings Review Office (FHBRO) as needed. Expected outcomes are strengthened cultural resource management practices with consequent improved cultural resource condition. No adverse environmental effects are expected to result from this strategy as impact pathways are

predictable, and impacts easily mitigated by employing best practices.

The Steveston Experience: Tying the Cannery and Community Together

This strategy focuses on development or enhancement of partnerships and community relations between Parks Canada, the local community, and commencement of explorations with Aboriginal communities to develop stronger associations with the site. Potential outcomes include better integration of First Nations messaging into communications at the sites; increased visitation to the Cannery; enhanced collaboration with stakeholders and partners; and greater awareness and understanding of the significance of the national historic site. These strategies are unlikely to create adverse environmental effects, so are not discussed in further detail. They do however play an important role in building increased awareness, understanding, support and involvement in the management of the NHSC.

Get Caught up in the Real West Coast

Visitor experience renewal and enhanced learning opportunities are the main focus of this strategy. New activities may be developed to broaden the service offer. The intent is to investigate means to establish new activities or messaging with appeal to a broader range of age groups and ethno-cultural audiences. Continued use of special events is suggested as a means to increase visitation levels and increase awareness of the NHSC. No new infrastructure will be required to support these initiatives. Implementation of plan actions is expected to result in an enhanced visitor offer and increased levels of visitor satisfaction.

Area Management Approach

An area concept is presented for the Cannery complex to become the focal point of the "Steveston Experience". This will be accomplished through several actions

including a landscape plan; enhanced partnering with locals and others; and working to include the site in the Steveston heritage district initiative. The intent is to develop an integrated approach to managing Parks Canada's assets at the Cannery, as well as its role in the community. Parks Canada therefore intends to actively participate in the planning and review of all initiatives with the potential to impact the cultural landscape of the cannery, or the associated viewscapes in or near the Cannery. Ensuring the proposed raising of the Fraser River dykes does not significantly impact these values will be a top priority. Key actions in the area management approach address specific challenges in how the site is presently managed, as well as suggest means to enhance its role and visibility in the community of Steveston. Implementation of plan actions is intended to improve visitor's sense of welcome and curiosity about the Cannery, and to attract new visitors.

8.3 Cumulative Effects

A number of stressors act upon the resources at the Gulf of Georgia Cannery NHSC and challenge Parks Canada's ability to maintain commemorative integrity and high quality visitor experiences. The strategies presented in the plan are intended to address these stressors and to result in positive effects for commemorative integrity, visitor experience, and public education and outreach. The approach outlined in the plan focuses heavily on the things Parks Canada has direct control over, but also includes a significant number of actions directed at working with partners to manage external stressors outside of Parks Canada's direct control. These initiatives include proposals to develop enhanced levels of collaboration with neighbouring jurisdictions, and to increase Parks Canada's presence in Steveston. It will be important for Parks Canada to be at the table to influence community land use decisions, particularly those in and around the proposed Steveston heritage district.

Failure to do so may negatively impact visitor experience or commemorative integrity at the NHSC. Raising the height of the dykes in a manner that is unsympathetic to the Cannery's place within the riverfront cultural landscape, would significantly impair the commemorative integrity of the site. It would also work at cross-purposes to the present efforts to increase the visibility of the Cannery within the community.

8.4 Plan Implementation and Follow-up

The management plan will be implemented over the next 5 years. Some planned initiatives are conceptual at the present time so further planning and public involvement will be required to achieve the desired results. Project level environmental assessments will be conducted in accordance with the provisions of the CEAA.

Parks Canada has a well structured performance measurement system in place. The monitoring and reporting portions of the program will be used to assess and report on the outcomes of management plan implementation. Progress implementing the management plan, and achieving desired results, will be documented in annual reports. The next Gulf of Georgia Cannery NHSC State of the Site Report will be prepared in five years. It will summarize the state of the resources, program effectiveness, and any outstanding key issues, and mark the start of the next management planning cycle.

8.5 Conclusion

All management plan objectives, actions, and expected outcomes are aligned with Parks Canada policy and legislation, and are clearly aimed at resolving key issues from the state of sites report, or identified during the management planning process. Appropriate strategies are identified to avoid or reduce potential negative effects of management that could arise through individual initiatives or as a result of

cumulative effects. The direction outlined in the plan strategies, combined with project-level environmental assessments prior to project commencement, will ensure that management plan implementation will not likely to result in any significant adverse cumulative effects. Impacts of proposed projects will be assessed pursuant to the CEAA. In conclusion, implementation of the strategies and actions in the management plan is expected to achieve the desired results for commemorative integrity, visitor experience, and public education at Gulf of Georgia Cannery National Historic Site of Canada.





Parks Canada

9. APPENDICES AND REFERENCES

9.1 Acknowledgements

Gulf of Georgia Cannery NHSC Management Planning Team:

Steve Langdon	Superintendent, Coastal BC Field Unit (CBCFU)
John Aldag	National Historic Sites Manager, CBCFU
Marie Fenwick	Executive Director, Gulf of Georgia Cannery Society
Margaret Fraser	Liaison Officer, CBCFU
Laani Uunila	Planner, Western and Northern Service Centre (WNSC)

Functional Specialists and Reviewers:

Karen Lee	Public Programs Manager, Gulf of Georgia Cannery Society
Rob Hart	Marketing Coordinator, Gulf of Georgia Cannery Society
Heidi Rampfl	Collection Manager, Gulf of Georgia Cannery Society
Shelley Bruce	Planner, WNSC

Andrée Chartier	VE Planning Analyst, Visitor Experience Branch
Monique Charette	Senior Marketing Specialist, External Relations Branch
Lyle Dick	West Coast Historian, WNSC
Nathalie Gagnon	Senior Advisor, Aboriginal Affairs Secretariat
Anne Landry	Senior Planning Analyst, Strategy and Plans
Steve Oates	Environmental Assessment Scientist, WNSC
David Mowat	Manager – Planning, National Historic Sites Directorate
Louise Murgatroyd	Partnering and Engagement Officer, CBCFU

Gulf of Georgia Cannery Society Board 2010-2011 and 2011–2012

Eileen Carefoot	Member
Kim Evans	Member (2010-2011), First Vice Chair (2011-2012)
Ross Fothergill	Member
Mel Goodwin	Member
Kit Grauer	Member (2011-2012)
Carl Hibbert	Member
Robert Kiesman	Member (2010-2012), Second Vice Chair (2011-2012)
Danny Leung	Member 2011-2012
Jim Kojima	Treasurer
Geoff Matheson	Member
Nora Medenwaldt	Secretary
Everett Pierce	Member
Dave Semple	Second Vice Chair (2010-2011), Member (2011-2012)
Loren Slye	Chair (2010-2011), Past Chair (2011-2012)
Ralph Turner	Past Chair (2010-2011), Chair (2011-2012)
Ed Zyblut	First Vice Chair (2010-2011), Member (2011-2012)
Bruce Livingston	Patron
Linda Barnes	Ex-Officio, City of Richmond

9.2 References

- Parks Canada. 2010. *Parks Canada Agency Corporate Plan 2010-2011/2014-2015*.
- Parks Canada. April 2010. *State of the Site Report: Gulf of Georgia Cannery National Historic Site of Canada*.
- Parks Canada. December 2010. (Internal document). *Commemorative Integrity Evaluation Update – Gulf of Georgia Cannery National Historic Site*.
- Parks Canada. 2007. (Internal document). *Visitor Information Program Survey*.
- Parks Canada. November 2002 (tabled May 2003). *Gulf of Georgia Cannery National Historic Site of Canada Management Plan*.
- Parks Canada. 2008. *Parks Canada Guide to Management Planning*.
- Parks Canada. November 1997. *Gulf of Georgia Cannery National Historic Site: Commemorative Integrity Statement*.
- Parks Canada. 1994. *Parks Canada Guiding Principles and Operational Policies: Cultural Resource Management Policy*.